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ABSTRACT

The data in this report is drawn from the 1994 public library annual report and represents a snapshot of certain conditions that existed in Wisconsin public libraries at the end of 1993. Trustees and staff can use this data to identify an appropriate peer group and select a service target based on activities reported by that group. This companion to the standards summarizes the source of the data analyzed, provides methods for estimating a library's service population, instructs readers on applying appropriate measures, and provides the data itself, in table form. Service data is tabulated according to 8 input measures: full time equivalent staff per 1,000 population; volumes held per capita; periodical titles, audio recordings, and video recordings held per 1,000 population; print acquisitions as a percentage of holdings; total materials expenditures per capita (print and non-print); and hours open per week (winter). The libraries are grouped into eight population ranges. Within each range, the data was analyzed to define three recommended service targets, representing three levels of effort--basic, moderate, and advanced. Instructions on estimating service population and per capita measures, and the application of the per capita standards are also provided. (Contains 16 tables.) (BEW)

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Service Data for Wisconsin Public Libraries

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Service Data for Wisconsin Public Libraries–1994

A Companion to the Second Edition of the *Wisconsin Public Library Standards*

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Madison, Wisconsin

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Introduction

The second edition of *Wisconsin Public Library Standards* (DPI, 1994) updates and expands quantitative measures for library service in Wisconsin. The previous edition of the standards, published in 1987, was a hybrid of sorts. Although it supported contemporary thinking about the need for individual libraries to establish service goals at the local level, it responded to the traditional use of specific, prescriptive recommendations for key measures of library service. Libraries apply quantitative measures as part of either a traditional or contemporary approach to evaluating library service. The traditional approach is often linked to quantitative measures that focus on input—the visible *resources* of holdings, equipment, or staff. Quantitative measures that focus on output—the visible *results* of a library's services in a specific community—are part of a more contemporary assessment.

The updated *Wisconsin Public Library Standards* places greater emphasis on the local library's obligation to establish appropriate service targets based on the unique library needs of its community. The second edition provides a point of reference for those libraries that analyze their local needs and use output measures to establish their primary service goals.

The standards also continue to recommend traditional input measures, which produce various recommended service targets based on the size of the population that the library serves. One means of establishing such targets is through a comparative analysis with other peer libraries. To that end, *Service Data for Wisconsin Public Libraries* was developed by the standards committee as a companion to the updated standards. The data offered in this edition of *Service Data* is drawn from the 1994 public library annual report (PI 2401) and represents a snapshot of certain conditions that existed in Wisconsin public libraries at the end of 1993. Trustees and staff can use this data to identify an appropriate peer group and select a service target based on activities reported by that group.

This companion to the standards summarizes the source of the data analyzed, provides methods for estimating a library's service population, instructs readers on applying appropriate measures, and provides the data itself, in table form, so that local library boards and staff members can successfully determine goals and objectives for local library service.

Service Data Analysis

Analyses were performed on data reported by Wisconsin public libraries for the following eight input measures:

- FTE staff per 1,000 population,
- volumes held per capita,
- periodical titles received per 1,000 population,
- audio recordings held per 1,000 population,
- video recordings held per 1,000 population,
- acquisitions as a percentage of holdings (print),
- materials expenditures per capita (print and non-print), and
- hours open per week (winter).

As with the previous year's *Service Data*, this analysis included all municipal libraries established under Chapter 43, Wis. Stats. Also included were county libraries that offered "traditional" library services (defined typically as walk-in service in a designated facility).

As with last year's *Service Data*, eight population categories or ranges were adopted for the analysis of 1994 data. Grouping libraries by population reflects an assumption that libraries serving populations of similar size are likely to share other similarities. It is fairer to compare a library serving 5,000 people with other libraries serving 5,000 people than to compare it with libraries serving 50,000 people. The eight population categories correspond with conventional categories used in reporting demographic data. Libraries were grouped in population ranges according to the service population reported in the *Service Record*. (Zimmerman and Fay, 1994) The number of libraries in each population range providing a response for a particular data element is reported on the following charts in the column headed "n=".

Within each population range, *Service Record* data was analyzed to define three recommended service targets, representing three levels of effort—basic, moderate, and advanced. From these options a library has the option of selecting for itself the appropriate service goal for its community. The basic level of effort corresponds to the 50th percentile in the analysis of *Service Record* data. The moderate level of service corresponds to the 65th percentile. And the advanced level of service corresponds to the 80th percentile.

Service Population and Per Capita Measures

Because service recommendations vary based on a library's service population, it is crucial for every library in the state to develop a meaningful and accurate estimate of the population it serves.

Several factors must be considered in establishing a library's service area. In *Output Measures for Public Libraries*, a library's Legal Service Area is broadly defined as:

> ...the number of people in a geographical area for which a public library has been established to offer services and from which (or on behalf of which) the library derives income, plus any area served under contract for which this library is the primary service provider. The Legal Service Area may be a city, town, county, or parts of one or more of those.
>
> Population of Legal Service Area does *not* include residents of other jurisdictions with which your library has an agreement for reciprocal services. Nor does it include people who are served by another library but who secondarily receive services from your library under contract. (Van House, et al., 1987)

The key to applying these standards is found in the answer to an important question: How can a library's service population best be defined? The following three sections, "Nonresident Borrowers," "Methods for Estimating Nonresident Populations," and "Municipal Population," adapted from the latest edition of *Wisconsin Public Library Standards* offer answers. Additional information about estimating service populations can be found in *Planning for Countywide Public Library Service* (Dahlgren, 1995).

Nonresident Borrowers

In Wisconsin, estimating a library's service population is complicated by the fact that libraries provide service to many individuals who do not reside within the municipality that established and supports the library. These "nonresident borrowers" include county residents who have access to the library as part of the county's plan for library service, residents of other municipalities within the same system area, and in most cases, residents of other system areas. Usually, a library's true service population is greater than its "official" municipal population.

Members of the 1994 standards revision committee agreed that the most effective way of establishing an extended service population for each library statewide is to assign a share of the state's overall nonresident populations (those individuals residing outside of an established municipal library's boundaries), according to that library's share of the total statewide circulation that goes to nonresidents. Unfortunately, nonresident use data is not yet available statewide, so planners cannot currently apply this method of calculating a broader service population in a consistent manner statewide. In the future, the Division will develop a consistent statewide methodology for the collection of municipal nonresident circulation data.

Methods for Estimating Nonresident Populations

Until nonresident use data can be gathered statewide and applied consistently to make a more realistic estimate of each library's broader service population, the standards revision committee recommended that library trustees and staff employ one of these alternate means of estimating its service population:

Coordinate estimates with other libraries in the area. If the library is located in a county or public library system that systematically collects nonresident circulation data, this information can help the libraries in the area determine meaningful service population estimates. Within a county, each library can allocate its share of the county nonresident population according to its percentage of the total county circulation to nonresidents. If the ABC Public Library accounts for 20 percent of the total county use by nonresidents, then 20 percent of the county nonresident population can be added to the municipal population for the ABC Public Library to derive an estimate of it's service population. If nonresident use data is available on a systemwide basis in a multicounty system, an allocation of the system nonresident population can be made, based on each library's share of systemwide circulation to nonresidents. The advantage of this variation is to render county boundaries within the system invisible.

Base estimates on local circulation patterns. A library can examine resident borrowing as a proportion of total circulation and interpolate a rough, circulation-based estimate of its overall service population. If residents and nonresidents can be assumed to borrow material at roughly the same rate per capita, and residents account for a

certain proportion of the library's total circulation, then it can be said that residents also account for the same proportion of the total population. If the library's municipal population is divided by the proportion of circulation transactions that goes to residents, the result will be an estimate of the library's total service population. A library with 85 percent resident circulation, for example, and a municipal population of 7,500 will have a service population of 8,823 (7,500 ÷ .85 = 8,823).

Add the population of surrounding unserved areas. If, through the observation of nonresident use, a municipal library is aware that a majority of residents of an adjacent town or towns use the library it may simply add the population of the town or towns to its municipal population.

Use the *Service Record* population. As a last option, the library can use the service population as it appears in the *Service Record*. Since 1991, the *Service Record* has provided an estimate of an extended service population for each library in the state according to a rote formula: nonresidents in the outlying areas of a county are assigned to the municipal libraries in the county according to each library's proportionate share of the total municipal population. It is acknowledged that this more arbitrary and formulaic method increases the likelihood of less accurate estimates. But it does produce a result that expands upon the municipal population, and given the data on hand it is the only method that presently can be applied to every library in the state.

Any of these methods will produce an estimate of the library's service population that is a truer reflection of its actual service population than the strict use of the municipal population. These methods will produce an estimate of the library's service population that can be used to apply the quantitative standards that appear in this document. Methods of estimating service population that are done in collaboration with neighboring libraries are likely to produce the most accurate results. Methods that allocate nonresident populations on any basis other than observed use of library collections and resources are subject to greater error. The last method, in particular, should be used with special caution. In any case, the DLCL encourages all libraries to make an estimate of their extended service population as a true point of reference.

Municipal Population

In some cases, it may be more pragmatic to present the library's service population in terms of municipal population. Sometimes—when presenting the library's budget to the municipality, for example—it may cloud the matter if the library claims a service population larger than its municipality. Common councils and village boards tend to focus their attention on the municipality, and many tend to classify themselves according to their municipal population. In this instance, the library may be able to press a clearer case for its needs if its arguments are framed according to the municipal population. Therefore, as a secondary point of reference and in addition to the service population-based standards, this edition of *Service Data for Wisconsin Public Libraries* will continue the practice of providing an analysis of the quantitative measures based on the municipal populations of the state's public libraries.

Application of the Per Capita Standards

The application of these percentile measures is a two-step process. First, library staff members must decide how to define the library's service population. In most cases, an extended service population is strongly preferred to the municipal population. To calculate the service population, one must examine the type of available data and the degree to which it allows the library board or staff to coordinate the estimate of service population with neighboring libraries. Staff members should then apply one of the four methods described above. Staff members should contact system staff or division staff if additional assistance is needed.

Second, a board or staff must determine which level of effort reflects community needs and capabilities most appropriately—the basic level, the moderate level, or the advanced level of service. A different level of effort may be appropriate for each individual measure, again based on community service needs. The following examples of collections, hours open, and staffing used in conjunction with the service and municipal population charts on the following pages, should help readers apply the per capita standards in their own communities and libraries.

Collections

The Everywhere Public Library determines its service population by the following procedure. It first counts its municipal population as 14,928. The library is a member of a multicounty library system and participates in the automated circulation network coordinated by the system. Based on circulation data gathered from the circulation system and from manual samples taken by those libraries in the system that are not online, the Everywhere Public Library can estimate that it accounts for 15 percent of the total circulation to borrowers who live outside the boundaries of a municipality that provides library service. Accordingly, it can add 15 percent of the total system "nonresident" population to its municipal service population base. In this example, there are 68,393 such nonresidents, 15 percent of which is 10,257. The Everywhere Public Library then can estimate its service population at 25,185.

If the board and staff determine that the library should pursue a "moderate" level of effort with regard to its print collection (books and periodicals), the standard corresponds to 2.71 volumes per capita for books (or 68,251 volumes) and 8.53 periodical titles per 1,000 population (or 215 titles). The library board and staff may determine that a "basic" level of effort is appropriate for the non-print collection, which corresponds to 82.43 audio recordings per 1,000 population (or 2,076 tapes and CDs) and 43.63 video recordings per 1,000 population (or 1,099 videos).

Hours Open and Staffing

To determine its service population, the Sampleville Public Library elects a different procedure. It serves a municipal population of 2,258 in a county of 6,867. At the present time there is no coordinated automated circulation system available, and most of the neighboring libraries do not customarily gather additional circulation data. The Sampleville Public Library, however, does sample its nonresident use periodically and can estimate that its actual circulation is split roughly in half between residents of Sampleville and other residents. With that information, the library can estimate that its resident service population represents roughly 50 percent of its total service population, and that its total service population, then, is 4,516. The Sampleville Public Library board and staff determine to provide an optimum level of service for hours open and staffing. For a library serving between 2,500 and 4,999 population, this corresponds to a target of 45 hours per week and 0.68 FTE per 1,000 population (or 3.07 FTEs).

Future updates

Future editions of *Service Data for Wisconsin Public Libraries* will be produced as data from future years' annual reports become available, so that local library trustees and staff can have current data in hand as they establish local service targets. Each edition of *Service Data* will provide a new set of recommendations based on the most current data. And as methods for estimating each library's service population improve and are employed more consistently across the state, the Division will use that increasingly more accurate population data to improve these annual analyses.

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Dahlgren, Anders C. *Planning for Countywide Public Library Service*. Madison: Wisconsin Department of Public Instruction, 1995.

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Service Population

FTE Staff per 1,000 population	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	19	0.69	1.01	1.43
	1,000-2,499	95	0.49	0.59	0.69
	2,500-4,999	93	0.42	0.49	0.68
	5,000-9,999	66	0.43	0.51	0.62
	10,000-24,999	60	0.47	0.52	0.63
	25,000-49,999	23	0.46	0.56	0.60
	50,000-99,999	10	0.55	0.62	0.72
	100,000 and over	7	0.44	0.49	0.59

Volumes Held per capita	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	19	9.97	11.60	19.80
	1,000-2,499	95	5.63	6.35	7.87
	2,500-4,999	93	3.91	4.61	5.20
	5,000-9,999	66	3.48	4.02	4.28
	10,000-24,999	60	2.93	3.32	4.27
	25,000-49,999	23	2.50	2.71	3.24
	50,000-99,999	10	3.06	3.35	3.89
	100,000 and over	7	2.31	2.55	2.65

Periodical Titles Received per 1,000 population	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	19	44.49	47.01	66.24
	1,000-2,499	95	18.31	24.83	31.11
	2,500-4,999	93	15.78	19.05	22.49
	5,000-9,999	66	12.32	14.73	16.60
	10,000-24,999	60	10.02	11.05	13.79
	25,000-49,999	23	7.82	8.53	10.02
	50,000-99,999	10	7.38	7.98	8.85
	100,000 and over	7	4.44	6.28	7.15

Audio Recordings per 1,000 population	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	19	187.12	234.72	360.71
	1,000-2,499	95	66.37	117.05	171.01
	2,500-4,999	93	68.89	102.98	135.80
	5,000-9,999	66	74.63	104.84	151.40
	10,000-24,999	60	78.08	111.33	169.06
	25,000-49,999	23	82.43	104.56	135.62
	50,000-99,999	10	117.49	146.59	212.56
	100,000 and over	7	92.78	119.30	128.52

Service Population

Video Recordings per 1,000 population	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	19	531.95	811.65	891.60
	1,000-2,499	95	90.70	148.89	245.80
	2,500-4,999	93	72.74	100.16	143.42
	5,000-9,999	66	57.40	77.10	98.47
	10,000-24,999	60	50.24	68.89	101.11
	25,000-49,999	23	43.63	48.44	64.70
	50,000-99,999	10	65.81	75.32	79.90
	100,000 and over	7	32.39	38.26	40.84

Acquisitions as a percentage of holdings (print)	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	19	8.85%	11.34%	13.86%
	1,000-2,499	93	6.91%	8.47%	10.30%
	2,500-4,999	93	6.75%	7.93%	9.84%
	5,000-9,999	66	6.63%	7.43%	9.32%
	10,000-24,999	58	6.31%	8.10%	9.36%
	25,000-49,999	23	7.81%	8.67%	10.65%
	50,000-99,999	10	7.67%	9.08%	9.38%
	100,000 and over	7	8.84%	8.96%	11.06%

Material Expenditure per capita	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	19	$5.82	$8.59	$13.04
	1,000-2,499	95	$2.82	$3.94	$5.27
	2,500-4,999	93	$2.56	$3.24	$4.46
	5,000-9,999	66	$2.73	$3.24	$3.85
	10,000-24,999	60	$3.00	$3.33	$4.30
	25,000-49,999	23	$3.44	$3.58	$3.85
	50,000-99,999	10	$3.74	$4.15	$4.56
	100,000 and over	7	$2.67	$2.73	$3.41

Hours Open	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	19	20.00	23.55	24.00
	1,000-2,499	95	21.00	24.55	30.00
	2,500-4,999	93	33.00	40.00	45.00
	5,000-9,999	66	46.50	50.63	54.00
	10,000-24,999	60	56.00	59.00	61.50
	25,000-49,999	23	65.00	65.00	66.40
	50,000-99,999	10	68.50	71.55	72.10
	100,000 and over	7	68.00	68.00	68.80

Municipal Population

FTE Staff per 1,000 population	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	91	0.97	1.10	1.61
	1,000-2,499	111	0.84	0.97	1.18
	2,500-4,999	61	0.85	1.04	1.21
	5,000-9,999	44	0.83	0.99	1.08
	10,000-24,999	36	0.66	0.77	0.87
	25,000-49,999	15	0.65	0.76	0.82
	50,000-99,999	11	0.71	0.85	0.93
	100,000 and over	4	0.54	0.59	0.60

Volumes Held per capita	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	91	13.12	15.61	19.07
	1,000-2,499	111	8.19	9.40	11.08
	2,500-4,999	61	6.08	7.43	8.63
	5,000-9,999	44	5.61	5.89	7.01
	10,000-24,999	36	4.03	4.46	5.43
	25,000-49,999	15	3.28	3.90	4.80
	50,000-99,999	11	3.98	4.02	4.23
	100,000 and over	4	2.75	3.39	3.63

Periodical Titles Received per 1,000 population	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	91	43.70	62.21	81.02
	1,000-2,499	111	32.34	36.13	42.33
	2,500-4,999	61	23.97	27.13	31.14
	5,000-9,999	44	19.83	21.57	23.51
	10,000-24,999	36	12.83	15.07	16.61
	25,000-49,999	15	9.37	9.79	12.38
	50,000-99,999	11	10.06	10.42	10.87
	100,000 and over	4	4.27	4.42	10.16

Audio Recordings per 1,000 population	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	91	137.43	238.15	424.04
	1,000-2,499	111	145.24	210.94	297.64
	2,500-4,999	61	135.55	159.81	255.31
	5,000-9,999	44	148.01	192.91	280.45
	10,000-24,999	36	123.54	184.95	276.64
	25,000-49,999	15	100.19	110.96	143.02
	50,000-99,999	11	184.49	194.20	216.50
	100,000 and over	4	86.24	92.12	130.83

Municipal Population

Video Recordings per 1,000 population	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	91	200.56	314.36	623.48
	1,000-2,499	111	139.48	213.08	306.94
	2,500-4,999	61	116.08	172.36	231.53
	5,000-9,999	44	90.11	127.54	173.56
	10,000-24,999	36	69.12	93.01	128.88
	25,000-49,999	15	47.47	58.92	66.57
	50,000-99,999	11	61.63	84.32	89.92
	100,000 and over	4	28.16	37.99	45.67

Acquisitions as a percentage of holdings (print)	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	89	6.91%	8.60%	11.18%
	1,000-2,499	111	6.71%	8.18%	10.22%
	2,500-4,999	61	7.02%	7.95%	9.08%
	5,000-9,999	44	6.66%	7.45%	8.59%
	10,000-24,999	34	7.87%	8.86%	9.24%
	25,000-49,999	15	7.55%	8.22%	9.24%
	50,000-99,999	11	8.97%	9.27%	9.67%
	100,000 and over	4	6.99%	8.65%	10.71%

Material Expenditure per capita	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	91	$6.10	$7.54	$10.17
	1,000-2,499	111	$5.49	$6.99	$9.21
	2,500-4,999	61	$5.21	$5.94	$7.08
	5,000-9,999	44	$5.14	$6.04	$6.42
	10,000-24,999	36	$4.19	$5.16	$6.62
	25,000-49,999	15	$4.69	$4.85	$5.17
	50,000-99,999	11	$4.67	$5.27	$6.09
	100,000 and over	4	$3.03	$3.35	$3.52

Hours Open	Population	n=	Basic	Moderate	Advanced
	Less than 1,000	91	20.00	22.25	25.00
	1,000-2,499	111	32.50	36.00	41.00
	2,500-4,999	61	45.50	48.00	51.00
	5,000-9,999	44	56.00	58.95	61.00
	10,000-24,999	36	59.50	63.75	65.00
	25,000-49,999	15	62.00	65.05	67.00
	50,000-99,999	11	69.00	69.00	72.00
	100,000 and over	4	65.50	66.85	67.40